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R 220736Z JAN 93
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INFO RUEAHQA/CSAF WASHINGTON DC
RUFGAID/USEUCOM AIDES VAIHINGEN GE
RUEOACC/CDRPSYOPGP FT BRAGG NC//AORC-POG-SB//
RUANJTF/CJTF FOUR
RUCBSAA/USCINCLANT NORFOLK VA//J2//
RUWANGC/CJTF FIVE//J20//
RUCQVAB/USCINCSOC INTEL OPS CEN MACDILL AI
RUWANTX/CJTF SIX
RULKQAN/MARCORINTCEN QUANTICO VA
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TO NARCOTICS AFFAIRS SECTIONS COLLECTIVE
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CONTROLS
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FROM INM ASSISTANT SECRETARY LEVITSKY

E.O. 12356: N/A
BODY
TAGS: SNAR, AFIN, AMGT
SUBJECT: FY 1993 POST OPERATING PLAN (POP) PROCESS LESSONS LEARNED

IS/FPC/CDR Date: 5/26/95
MR Cases Only:
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SUMMARY

1. I WANT TO CONGRATULATE NAS POSTS FOR THEIR EXCELLENT POP SUBMISSIONS. ALTHOUGH WE HAVE NOT YET APPROVED ALL FY 1993 POP SUBMISSIONS, RESULTS TO DATE INDICATE THAT THIS HAS BEEN OUR MOST SUCCESSFUL POP CYCLE. THIS MESSAGE HIGHLIGHTS CREATIVE POP IDEAS THAT MAY SUGGEST SOME INNOVATIVE APPROACHES TO COMMON PROBLEMS. LESSONS LEARNED ARE ALSO PROVIDED FOR CONSIDERATION WHEN PREPARING NEXT YEAR'S POP, ALONG WITH A SUMMARY OF PROGRAM FUNDAMENTALS WHICH ARE BASIC TO THE POP PROCESS, AS WELL AS TO ELABORATION OF THE DOCUMENT ITSELF. END SUMMARY.

I. INNOVATIVE PROGRAMMING

2. COMMUNITY REWARDS PROJECT: GUATEMALA HAS CREATED AN INNOVATIVE REWARD MECHANISM FOR COMMUNITIES THAT HAVE BEEN POPPY FREE FOR A SET AMOUNT OF TIME. UPON RECEIVING A REWARD, CITIZENS HOLD A TOWN MEETING AND DECIDE WHAT THEY WILL DO WITH THE MONEY. THE REWARD PROVIDES AN INCENTIVE FOR THE COMMUNITY TO REMAIN POPPY FREE, WHILE AT THE SAME TIME DEMONSTRATING GOOD WILL ON THE PART OF THE USG. THE SEED FOR THIS IDEA WAS PLANTED IN FY 1992, WHEN THE EMBASSY/MILGP HAD EXCESS MEDICAL SUPPLIES. IN THAT INSTANCE, THE SUPPLIES WERE GIVEN TO A GUATEMALAN COMMUNITY WHICH HAD ALREADY ABANDONED POPPY GROWING. CURRENTLY, THE PROJECT ALLOTS APPROXIMATELY USD 5,000 FOR COMMUNITY PROJECTS TO ENHANCE LIVING CONDITIONS AND, INDIRECTLY, TO STYMIE THE INCENTIVE FOR TURNING TO THE NARCOTICS TRADE.

3. DEVELOPING SELF-SUFFICIENCY: INVOLVING HOST NATION (HN) COUNTERPARTS IS A VITAL LINK TO DEVELOPING DRUG CONTROL SELF-SUFFICIENCY. IN THAILAND AND THE BAHAMAS, NAS DIRECTORS INVITED COUNTERPARTS TO PARTICIPATE IN PLANNING INM PROGRAMS. DATES AND RESULTS FOR OBJECTIVES, TARGETS OF PERFORMANCE, AND MILESTONES WERE USED AS A FRAMEWORK FOR THE DISCUSSIONS, ALONG WITH BUDGETARY CONSTRAINTS. IN THAILAND, THIS PROCESS HAS RESULTED IN A STEADY INCREASE IN THE CN BUDGET OVER THE PAST TEN YEARS. SIMILARLY, THE NAS IS NOW REGULARLY CONSULTED ON NATIONAL NARCOTICS BUDGET MATTERS. (AS WE WILL DISCUSS LATER, TYING THE SUCCESS OF YOUR ENDEAVORS TO YOUR HN COUNTERPARTS CAN BE A VITAL STEP TOWARD DEVELOPING THEIR SELF-SUFFICIENCY.)

4. BUILDING ONE PROJECT ONTO ANOTHER FOR ADDED EFFECTIVENESS: THE BAHAMIAN GOVERNMENT DECIDED TO EXPAND ITS DEMAND REDUCTION EFFORTS TO SOME OUTER ISLANDS IN A PILOT PROJECT WHICH STARTS WITH AN EXAMINATION OF THE RELATIONSHIP BETWEEN LIMITED EMPLOYMENT, EDUCATION, RECREATION OPPORTUNITIES AND DRUG USE AND TRAFFICKING. THE PROJECT THEN OFFERS A PLAN TO ADDRESS THESE AREAS. THE ISLANDS SELECTED TO PARTICIPATE IN THE PILOT PROJECT WERE THOSE IDENTIFIED IN USG-SUPPORTED INTERDICTION ACTIVITIES AS AIR-DROP SITES WHERE LOCAL CITIZENS SOMETIMES FACILITATED THE AIR-DROPS.

5. AGAINST ALL ODDS: INTERNAL POLITICAL TURMOIL HAS TAKEN THE GOVERNMENT OF PERU'S FOCUS OFF NARCOTICS. NAS LIMA HAS HAD TO WRESTLE WITH CUTS IN USG FUNDING IN THE

AFTERMATH OF PRESIDENT FUJIMORI'S SEIZURE OF POWER, AND

THE SHOOTING DOWN OF A US C-130 BY PERUVIAN FIGHTER JETS. NOTWITHSTANDING THESE AND OTHER HARDSHIPS, THE NAS AND THE EMBASSY NARCOTICS TEAM MANAGED TO COALESCE AVAILABLE USG FUNDING AND CONTINUE AN EFFECTIVE PROGRAM. IN LATE NOVEMBER, OWING IN LARGE PART TO THE COORDINATING EFFORTS OF THE NAS, THE PERUVIAN NATIONAL POLICE (PNP) S 'ZED NEARLY TWO METRIC TONS OF COCA BASE. THIS OPERATION WAS A RESULT OF THE COMBINED EFFORTS OF THE PERUVIAN AIR FORCE, ARMY, AND POLICE, AND IS A PRIME EXAMPLE OF COUNTRY TEAM COLLABORATING WITH THE HOST NATION DESPITE INTENSELY DIFFICULT POLITICAL ATMOSPHERICS.

5. DEVELOPING ACCOUNTABILITY: MOST OF NAS ISLAMABAD'S POP MILESTONES ARE CONSTRUCTED SO THAT NAS ASSISTANCE IS CONTINGENT UPON THE SUCCESSFUL COMPLETION OF THE ACTIONS OUTLINED IN THE POP. THE GOALS MAY NOT BE REACHED, BUT THE USG HAS SIGNALED TO THE GOP THE EMPHASIS THAT IT PLACES ON ACCOUNTABILITY.

II. LESSONS LEARNED

6. THE FOLLOWING FOUR POINTS SUMMARIZE THE LESSONS LEARNED FROM THE FY 1993 POP PROCESS:

(A) DEFINE DESIRED OUTCOMES IN MEASURABLE TERMS. FOR EXAMPLE, INSTEAD OF STATING AS YOUR OBJECTIVE THAT YOU WILL "DISRUPT TRAFFICKING ORGANIZATIONS," NAME THE TRAFFICKERS WHOM YOU AND THE HN WILL PURSUE DURING THE FISCAL YEAR. TARGETTING MAJOR TRAFFICKERS IN SPECIFIC TERMS SUCH AS THIS IS MORE EFFECTIVE IN COST-BENEFIT TERMS.

(B) FOCUS ON RESULTS. AVOID THE TENDENCY TO ENUMERATE THE COMMODITIES THAT HAVE BEEN PROVIDED TO THE HN IN LIEU OF DETERMINING WHAT IT IS THAT THOSE COMMODITIES ARE INTENDED TO ASSIST IN ACCOMPLISHING.

(C) SET OBJECTIVES THAT ARE ATTAINABLE WITHIN THE FISCAL YEAR. ENSURE THAT EVERYONE RESPONSIBLE FOR ACHIEVING THESE OBJECTIVES UNDERSTANDS THEM.

(D) LINK PERFORMANCE TO ASSISTANCE. BEST RESULTS ARE ACHIEVED WHEN THOSE WHO ARE RESPONSIBLE FOR ACHIEVING OBJECTIVES HAVE SOME ROLE IN SETTING THEM. TO THE EXTENT POSSIBLE, STRUCTURE PROJECTS SO THAT US FUNDING

AND COMMODITIES ARE LINKED TO HN ACTIONS AND SIGNALS OF POLITICAL WILL. ENSURE THAT USG AND HN EXPECTATIONS ARE CLEAR - AS EARLY AS POSSIBLE. THIS CAN BE ACCOMPLISHED BY ENGAGING THE HN IN THE PLANNING PROCESS; FOR EXAMPLE, IN THE DESIGN OF YOUR PROJECT.

III. PROGRAM FUNDAMENTALS

7. MEASURING PERFORMANCE: IN AND OF THEMSELVES, POPS ARE NOT A MEASURE OF PERFORMANCE; THE QUALITY OF A PROGRAM MUST BE JUDGED BY THE RESULTS IT PRODUCES AND WHETHER THE MEANS TO ACHIEVE THESE RESULTS ARE COST-EFFECTIVE. AS AN OVERALL GUIDE, INM ENCOURAGES POSTS TO MEASURE RESULTS BY THE CONTRIBUTION THEIR PROGRAMS MAKE TO ADVANCING USG CN OBJECTIVES. MEASUREMENTS OF RESULTS NEED NOT BE RIGIDLY QUANTITATIVE (E.G., ALWAYS CHARACTERIZED BY SEIZURES, ARRESTS, OR SIMILAR LAW ENFORCEMENT ACTIONS); BUT THEY DO HAVE TO BE CLEAR, SIMPLE AND RATIONAL. THEY HAVE TO BE RELIABLE - AT LEAST TO THE POINT WHERE THEIR MARGIN OF ERROR IS ACKNOWLEDGED AND UNDERSTOOD. THE INTENT IS TWO-FOLD: FIRST, IN A BROAD SENSE, TO ADVANCE THE GOALS SET FORTH IN YOUR RELEVANT STRATEGY, AND SECOND, TO ENGAGE THE HN IN THE PLANNING PROCESS AS A STEP TOWARDS DEVELOPING THEIR OWNERSHIP IN THE PROGRAM. KEEP POPS FOCUSED ONLY ON THE PERFORMANCE NEEDED TO ACHIEVE RESULTS IN KEY AREAS.

8. TRAINING: TRAINING IS INTEGRAL TO ALL INM PROGRAMS. IT IS A RELATIVELY INEXPENSIVE WAY TO BUILD CN INSTITUTIONS AND URGE HNS TO ASSUME A GREATER SENSE OF NARCOTICS CONTROL RESPONSIBILITIES. MOST POSTS COULD STRENGTHEN THEIR PROGRAM BY DEVELOPING A COMPREHENSIVE TRAINING PROGRAM. A COMPREHENSIVE PROGRAM WOULD DEFINE THE TRAINING REQUIREMENT THAT NEEDS TO BE MET AND ESTABLISH A MECHANISM FOR MONITORING PROGRAM RESULTS.

-- DEFINING THE REQUIREMENT INCLUDES DETERMINING WHERE TRAINING IS NEEDED, ASSESSING THE LEVEL OF TRAINING REQUIRED, CALCULATING THE LENGTH OF TIME TO COMPLETE THE TRAINING, AND ESTABLISHING A TIMEFRAME FOR THE HN TO TAKE OVER EVENTUALLY THE TRAINING RESPONSIBILITIES (TRAIN-THE-TRAINER).

-- MONITORING INCLUDES TRACKING THE RETENTION, USE, AND SUCCESS OF THE UNITS AND PERSONNEL IN WHOM WE HAVE

INVES ED. IN AGGREGATE, THIS INFORMATION WOULD CREATE A DATABASE SYSTEM WHERE, EVENTUALLY, TRAINING CAN BE

LINKED TO RESULTS. IN ANY EVENT, IT IS CRUCIAL THAT ALL POSTS DEVELOP A BASELINE TO BEGIN MEASURING THE CORRELATION BETWEEN INPUTS AND RESULTS, ESPECIALLY AT THOSE POSTS WHERE THERE CURRENTLY IS NO MARKER FROM WHICH TO DETERMINE PROGRESS OR PROBLEMS.

9. PUBLIC AWARENESS PROJECTS: ALMOST EVERY COUNTRY PROGRAM HAS A PUBLIC AWARENESS PROJECT FUNDED AT LEAST IN PART BY INM. THESE PROJECTS IN SOME CASES CAN BE FUNDED BY OTHER USG AGENCIES OR MULTILATERAL ORGANIZATIONS. FOR EXAMPLE, USIS, MILGP (MIST), AID, AND UNDCP ALL HAVE THE CAPABILITY AND AUTHORITY TO PARTICIPATE IN AND FUND THESE PROJECTS. WITH INM'S BUDGET INCREASING ONLY SLIGHTLY - AND THE LIKELIHOOD THAT IT WILL NOT IMPROVE MEASURABLY IN THE NEAR FUTURE - POSTS MUST FORGE TEAM SPIRIT AMONGST THEIR CN-RELATED ORGANIZATIONS AND BUILD ON EACH ORGANIZATION'S UNIQUE AREA OF PROFESSIONAL EXPERTISE.

10. FLEXIBILITY: BOTH COLOMBIA AND BOLIVIA SUCCESSFULLY SHIFTED LARGE PARTS OF THEIR PROGRAMS TO MEET NEW DEMANDS. NAS LA PAZ, IN COORDINATION WITH OTHER USG AGENCIES, SHIFTED COMMODITIES, SUPPLIES, AND MANPOWER IN SUPPORT OF OPERATION GHOST ZONE. LIKEWISE, A BURGEONING POPPY CROP DEMANDED NAS BOGOTA'S ATTENTION, DIVERTING THE POST FROM COCAINE INTERDICTION. IN EACH INSTANCE, RESOURCES AND COMMODITIES WERE SHIFTED TO MEET NEW DEMANDS. ALL OUR PROGRAMS MUST REFLECT SUCH RESPONSIVENESS, ESPECIALLY IN THE FACE OF A DYNAMIC NARCOTICS THREAT AND, AT HOME, AN AUSTERE BUDGET CLIMATE.

11. INM WILL CONTINUE TO REFINE THE POP TO MAKE IT MORE USEFUL TO THE FIELD AND TO WASHINGTON. SUGGESTIONS ARE ALWAYS WELCOME; NOTE THEM IN YOUR MONTHLY NARCOTICS REPORT OR CABLE THEM SEPARATELY FOR ATTENTION OF INM ASSISTANT SECRETARY AND INM/PE. CHRISTOPHER
ADMIN
BT

#0867

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